

Message Text

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ACTION EA-09

INFO OCT-01 ISO-00 SS-15 PM-04 NSC-05 CIAE-00 INR-07

NSAE-00 L-03 SP-02 OMB-01 TRSE-00 /047 W

----- 021565

R 240913Z DEC 75

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC 5756

INFO SECDEF

S E C R E T SECTION 1 OF 2 TOKYO 18298

FOL TEL SENT ACTION TOKYO DEC 23 AND ORIGINALLY SENT FM COMUSJAPAN

ACTION CINCPAC INFO 5AF YOKOTA AB

USARJ CP ZAMA COMNAVFORJ YOKOSUKA

DEPCOMMARCORBASES/PAC/CP BUTLER DEC 20 NOW REPEATED:

E.O. 11652: GDS

TAGS: MARR, JA

SUBJECT: JFAP MISAWA PROPOSAL

QUOTE

S E C R E T SECTION 1 OF 2

CINCPAC FOR J44

SUBJ: GOJ JFAP MISAWA PROPOSAL (U)

REF: A. SECSTATE 061921Z JAN 73 (NOTAL)

B. SECDEF 272316Z JUL 73 (PASEP)

1. (U) ON 18 DEC 75, FORMIN PROVIDED GOJ REPLY TO AMEMB CONCERN-
ING USG 9 OCT 75 PROPOSAL ON SUBJ. PRINCIPALS PRESENT INCLUDED
DCM SCHOESHMITH, AMEMB; MGEN LYNN, USFJ; AND MR YAMAZAKI AND
MR YAMASHITA FROM THE MOFA. IN ESSENCE GOJ REPLY EXPRESSED
DISAPPOINTMENT IN THE 9 OCT 75 PROPOSAL IN THAT (IN THEIR VIEW)
IT WAS DEVOID OF AN UNDERSTANDING OF THE GOJ POLITICAL

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DIFFICULTIES; MOREOVER ITS EFFECT IS TO ENLARGE THESE
DIFFICULTIES. GOJ RESPONSE WAS AS FOLLOWS: QUOTE.

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WITH REGARD TO THE U.S. PROPOSAL ON THE JFAP OF 9 OCT 75, THE

JAPANESE SIDE WISHES TO MAKE THE FOLLOWING RESPONSES.

A. THE JAPANESE PROPOSAL ON APRIL 5 WAS PRESENTED IN THE HOPE THAT THE U.S. SIDE WOULD CONSIDER IT IN THE MOST FLEXIBLE MANNER IN THE LIGHT OF THE MEETING HELD BETWEEN FOREIGN MINISTER MIYAZAWA AND AMBASSADOR HODGSON. HOWEVER, THE JAPANESE SIDE HAS BEEN DISAPPOINTED THAT THE U.S. PROPOSAL IS DEVOID OF THE UNDERSTANDING AS TO SUCH POLITICAL DIFFICULTIES OF THE JAPANESE SIDE AS WERE EXPLAINED BY MINISTER MIYAZAWA TO AMBASSADOR HODGSON, AND THAT THE U.S. REQUEST WHICH WILL FURTHER ENLARGE THE DIFFICULTIES FOR THE JAPANESE SIDE WAS MADE BEYOND THE SCOPE OF THE BASIC AGREEMENT ON THE MATTER BETWEEN JAPAN AND THE UNITED STATES.

B. HAVING STUDIED THE U.S. PROPOSAL, THE JAPANESE SIDE IS UNDER THE IMPRESSION THAT THERE IS A MISUNDERSTANDING ON THE PART OF THE U.S. SIDE THAT THE JAPANESE SIDE MUST IMPLEMENT, AT ITS EXPENSES, ALL THE PROJECTS THE U.S. SIDE WILL REQUEST UNDER THE TITLE OF THE JFAP, IN VIEW OF THE JOINT COMMITTEE AGREEMENT

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DATED JULY 27, 1973. THE JAPANESE SIDE UNDERSTANDS THAT 157 PROJECTS UNDER THE JFAP HAVE BEEN FORMULATED BY THE U.S. SIDE ON THE BASIS OF THE U.S. COST ESTIMATE THE FUND FOR WHICH ARE TO BE BORNE BY THE JAPANESE SIDE OUT OF THE COMMITMENTS MADE BY JAPAN FOR CERTAIN PURPOSES AT THE TIME OF THE OKINAWA REVERSION NEGOTIATION AS WELL AS THE SUBSEQUENT NEGOTIATION TO CHANGE THE SO-CALLED BILLIARD FORMULA IN CONNECTION WITH THE P-3 RELOCATION. ALTHOUGH IT IS UNDENIABLE THAT THE JFAP HAS BEEN AGREED UPON AT THE JOINT COMMITTEE, THAT DOES NOT ALTER AT ALL THE NATURE OF THE COMMITMENTS. THIS VIEW IS CONFIRMED BY THE FACT THAT INDIVIDUAL AGREEMENT ON EACH PROJECT HAS BEEN SO FAR CONCLUDED THROUGH THE JOINT COMMITTEE, AND FURTHER ASCERTAINED BY PARAGRAPH 4. OF THE ABOVE-MENTIONED JOINT COMMITTEE AGREEMENT, WHICH DOES NOT PRECLUDE THE CONCLUSION OF SUCH AN AGREEMENT. TO DATE, INDIVIDUAL AGREEMENTS COVERING 71 PROJECTS WERE CONCLUDED THROUGH THE JOINT COMMITTEE. THEREFORE, THE JAPANESE SIDE CONSIDERS IT NECESSARY TO START, AS EXPEDITIOUSLY AS POSSIBLE, THE COUNTING WORK JOINTLY WITH THE U.S. SIDE, IN ORDER TO MAKE CLEAR THE RELATIONSHIP BETWEEN
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THE DISBURSEMENT SO FAR EFFECTED BY THE GOVERNMENT OF JAPAN

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AND THE ABOVE-MENTIONED COMMITMENTS. THE JAPANESE SIDE WISHES TO REEMPHASIZE THIS POINT CONTAINED IN ITS PROPOSAL OF APRIL 5.

C. IT SEEMS THAT, UPON COMPLETION OF SUCH COUNTING, THE U.S. SIDE WILL BE OBLIGATED TO REAJUST THE PROJECTS, ACCORDING TO THEIR PRIORITY. UNDER SUCH CIRCUMSTANCES, THE JAPANESE SIDE WISHES TO RENEW ITS REQUEST THAT THOSE PROJECTS AT MISAWA AND IWAKUNI THAT WOULD ENTAIL DIFFICULTIES AS EXPLAINED BY MINISTER MIYAZAWA BE WITHDRAWN FROM THE JFAP. WITH REGARD TO THE JAPANESE PROPOSAL TO RELEASE A PORTION OF MISAWA AB FOR USE BY THE JASDF IN ORDER TO CREATE A RATIONALE FOR WHAT IS TERMED AS QUOTE REPLACEMENT UNQUOTE IN CONNECTION WITH THE PROJECTS AT MISAWA, THE JAPANESE SIDE WITHDRAWS THIS PROPOSAL BECAUSE THE CONDITIONS PROPOSED BY THE U.S. SIDE IN ACCEPTING THE JAPANESE PROPOSAL WILL MAGNIFY THE DIFFICULTIES FOR THE JAPANESE SIDE.

D. WITH REGARD TO THE HOUSING PROBLEM AT MISAWA, THE AGREEMENT AT THE TIME OF THE ABOVE-MENTIONED NEGOTIATION ON THE P-3 RELOCATION STATES THAT QUOTE THE NUMBERS OF HOUSING UNITS TO BE CONSTRUCTED BY THE GOVERNMENT OF JAPAN WILL BE WITHIN THOSE OF FAMILIES OF THE P-3 SQUADRON AND SUPPORTING ELEMENTS

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WHO ARE ACTUALLY MOVING FROM IWAKUNI UNQUOTE. IT IS THE UNDERSTANDING OF THE JAPANESE SIDE THAT IT IS FINANCIALLY RESPONSIBLE ONLY FOR THOSE NUMBERS OF HOUSING UNITS THAT ARE MENTIONED IN THE ABOVE AGREEMENT. IN THAT CONNECTION, THE JAPANESE SIDE DESIRES TO KNOW THE NUMBER OF HOUSING UNITS WHICH THE U.S. SIDE CONSIDERS ACTUALLY REQUIRED AS A RESULT OF RELOCATING P-3 UNITS FROM IWAKUNI. ON OCTOBER 9, WHEN THE U.S. PROPOSAL WAS PRESENTED, THE U.S. SIDE EXPLAINED UNOFFICIALLY THAT THE NUMBER WAS LESS THAN 50, BUT THE JAPANESE SIDE WISHES TO BE INFORMED OF THE EXACT NUMBER OFFICIALLY. THE U.S. PROPOSAL ON OCTOBER 9 MADE A REQUEST ON THE COST-SHARING FOR THE RUNWAY OVERLAY AT MISAWA, BUT THE JAPANESE OFFICIALS CONCERNED ARE OF

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THE VIEW THAT THE OVERLAY WORK DOES NOT FALL WITHIN THE PURVIEW OF LOCAL ARRANGEMENTS PRESENTLY EXISTING BETWEEN THE USFJ AND THE JASDF.

E. SINCE THE JAPANESE SIDE CONSIDERS IT NECESSARY TO SOLVE THE PROBLEMS RELATING TO THE JFAP AS PROMPTLY AS POSSIBLE, IT IS READY TO SEND A DELEGATION TO THE UNITED STATES. NEEDLESS TO SAY, THE JAPANESE SIDE WOULD APPRECIATE IT VERY MUCH IF THE U.S. GOVERNMENT COULD SEND ITS OFFICIALS CONCERNED TO JAPAN. UNQUOTE.

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2. (S) FOLLOWING PRESENTATION OF THE BASIC GOJ REPLY PROPER, FOLLOWING ADDITIONAL POINTS WERE MADE:

A. BASIC GOJ POSITION ON ENTITLEMENTS CONCERNS STIPULATION OF

\$9.4 MILLION VIS-A-VIS CURRENT PROGRAM I AND II COSTS. ESTIMATES AT THE TIME OF AGREEMENT, AS NOTED IN REF A AND THE 8 JANUARY TALKING PAPER DEVELOPED FROM REF A WERE QUOTE THAT RELOCATING COSTS AT KADENA MAY BE 7-10 MILLION MORE THAN THE COST OF RELOCATION AT FUTENMA UNQUOTE. CURRENT ESTIMATES FOR PROGRAMS I AND II ARE \$42.0M AND \$43.6M RESPECTIVELY.

B. GOJ VIEWS IS THAT REGARDLESS OF TOTAL NUMBER OF PROJECTS, GOJ OBLIGATION OUTSIDE PROGRAMS V AND VI, IS TO FUND TO \$65M. WHEN QUERIED FURTHER ON SPECIFIC ACCOUNTING, YAMASHITA CITED PREVIOUS DISCUSSIONS WHICH OUTLINED DEBITTING AS PROVIDED FOR IN REF B. HIS SPECIFIC COMMENTS ALLUDED TO PARA 6 OF REF B WHICH INDICATED TOTAL PROJECTS EQUALED \$67.3M AND THAT UPON DEVELOPMENT OF FINAL COSTS, DELETION OR ADDITION OF PROJECTS MAY BE REQUIRED.

C. GOJ FEELS ACTION ON ALL JFAP PROJECTS OTHE THAN PROGRAMS V AND VI MUST AWAIT AGREEMENT ON ACCOUNTING OF \$65 MILLION IN THAT THEY

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EXPECT THE USG TO MAKE NECESSARY ADJUSTMENTS (I.E., DELETIONS) AS A RESULT OF THIS ACCOUNTING.

D. GOJ STILL ENVISIONS MOVEMENT OF THE 3RD WING TO MISAWA BUT OUTSIDE JFAP. MOREOVER, DIET APPROVAL OF THE LAW PERMITTING THE MOVE OF THE 3RD WING IS NOT ANTICIAPTED DURING THIS SESSION OF THE DIET. INFORMAL INFORMATION INDICATES GOJ HAS PROGRAMMED \$6 MILLION IN JFY76 FOR ADDITIONAL 3R WING FACILITIES AT MISAWA.

3. (S) IN AB OBVIOUS EFFORT TO LESSEN THE IMPACT OF THE GOJ RESPONSE, YAMAZAKI OFFERED TWO ITEMS FOR US CONSIDERATION.

A. COST SHARING - ALLUDING TO THE COST SHARING PROPOSAL, YAMAZAKI

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SUGGESTED THE GOJ MIGHT UNDERTAKE THE RUNWAY OVERLAY EFFORT IF THE US WOULD ASSUME THE COST OF HOUSING AND THE 13 QUOTE "SENSITIVE" UNQUOTE

PROJECTS AT MISAWA. IN EXPANDING ON THIS POINT, YAMAZAKI INDICATED THIS COULD BE ACHIEVED UNDER II.4(B) OF THE SOFA.

B. 8.5 BILLION YEN. REFERRING TO EARLIER DISCUSSIONS BETWEEN FORMIN MIYAZAWA AND AMB HODGSON, YAMAZAKI ADDRESSED THE 8.5 BILLION YEN THE JAPANESE HAD SET ASIDE FOR JFAP PURPOSES TO SHOW THEIR GOOD FAITH. YAMAZAKI INDICATED BUDGETARY CONSTRAINTS HAD REDUCED THIS AMOUNT TO 5.0 BILLION YEN AND PRESENT CONCERN WAS RELATED TO THE NEED TO OBLIGATE THESE FUNDS PRIOR TO THE END OF JFY75 (31 MAR 76) HIS POSITION WAS THESE FUNDS SHOULD BE USED FOR EITHER PROGRAM V
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OR VI

WHICH ARE NOT TIED TO THE ENTITLEMENT QUESTION. YAMAZAKI CONSIDERED USE

OF FUNDS FOR THESE PROGRAMS WOULD NOT QUOTE..PREJUDICE..UNQUOTE THE US POSITION ON ENTITLEMENTS (PARA 2-GOJ STATEMENT). (THIS HQ HAS BEEN EXPLORING THESE POSSIBILITIES AS A SEPARATE BUT RELATED MATTER).

4. (S) IN SUMMARIZING THE GOJ POSITION, YAMAZAKI REITERATED GOJ OPPOSITION TO THE PROJECTS AT IWAKUNI (MC607/608), FAMILY HOUSING AT MISAWA (AF-M-12) AND THE 13 PROJECTS AT MISAWA. HE CANDIDLY ACKNOWLEDGED THIS IS THE QUOTE..OHIRA VIEW..UNQUOTE. MOREOVER, THE GOJ POSITION PARA 1 AND 2 HAD BEEN BRIEFED AND PERSONALLY APPROVED BY BOTH

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FORMIN MIYAZAWA AND FINMIN OHIRA.

5. (C) AS PRINCIPAL US REP, DCM SHOESMITH EXPRESSED EXTREME DISAPPOINTMENT OVER THE PROPOSAL AND OFFERED THE VIEW THAT THE GAP BETWEEN US AND GOJ POSITIONS HAD WIDENED RATHER THAN NARROWED AS A RESULT OF THE GOJ ACTION. REMAINING DIALOGUE WAS LARGELY EXPLORATORY AND DEVELOPED INFORMATION PRESENTED IN PARAS 2, 3, AND 4 ABOVE.

6 (C) FOREGOING REPRESENTS GOJ RESPONSE TO US PROPOSAL FROM THE AMEMB. AMEMB IS PREPARING A DETAILED ASSESSMENT OF GOJ PROPOSAL AND WILL RECOMMEND APPROPRIATE ACTION. PENDING RECEIPT OF EMBASSY POSITION, RECOMMEND ADDRESSEES REFRAIN FROM FURTHER COMMENT AND/OR ACTION. THIS HQ WILL INSURE ADDEES ARE APPRISED OF FOLLOW-ON ACTION.

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UNQUOTE

HODGSON

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Message Attributes

Automatic Decaptioning: X
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: HOUSING, NEGOTIATIONS, MILITARY BASES
Control Number: n/a
Copy: SINGLE
Draft Date: 24 DEC 1975
Decaption Date: 01 JAN 1960
Decaption Note:
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: ShawDG
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975TOKYO18298
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D750447-0012
From: TOKYO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19751213/aaaaalee.tel
Line Count: 278
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION EA
Original Classification: SECRET
Original Handling Restrictions: n/a
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: SECRET
Previous Handling Restrictions: n/a
Reference: n/a
Review Action: RELEASED, APPROVED
Review Authority: ShawDG
Review Comment: n/a
Review Content Flags:
Review Date: 24 DEC 2003
Review Event:
Review Exemptions: n/a
Review History: WITHDRAWN <22 JUL 2003 by ShawDG, 3.4.X6>; RELEASED <24 DEC 2003 by ShawDG>; APPROVED <24 DEC 2003 by ShawDG>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: JFAP MISAWA PROPOSAL QUOTE
TAGS: MARR, JA, US, JFAP
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006